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ANNUAL REPORT OF THE
NIS PROGRAM

Fiscal Year 1957

CENTRAL INTELLIGENCE AGENCY
Office of Basic Intelligence
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Annual Report of the NIS Program

Fiscal Year 1957

1. This report covers the ninth year of the NIS program and reviews its major accomplishments to date. NIS production was slightly lower than last year's total but essentially fulfilled the Joint Chiefs of Staff annual production requirement of eight equivalent NIS. Although nearly one-third of the production effort during the year was directed toward NIS maintenance, it is evident that greater emphasis will be required to sustain the adequacy of NIS intelligence on a world-wide basis. A major accomplishment this year has been the comprehensive revision of the NIS Standard Instructions, and the development of the NIS Reference Guide to provide for a better understanding and more effective use of the NIS among the growing body of NIS recipients. In summary, this has been a year of solid accomplishment, characterized by excellent interagency support and coordination, and reflecting a gradual improvement in collection guidance and acquisition, better administrative controls, and more efficient interagency procedures. However, NIS production effort remains unbalanced to a serious degree.

Review of the NIS Program

2. The year again emphasized how the NIS program is steadily fulfilling the fundamental mission laid down by the National Security Council's Intelligence Directive No. 3 of 13 January 1948. Nine years of sustained effort of the magnitude of the NIS program by some 40 different components of the Government bear witness to the soundness of the basic mission and to the awareness of the Intelligence Community of the vital role of comprehensive basic intelligence in support of the national security interest.

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3. These nine years of operations have produced a total of 3,732 NIS sections, representing 67% of the total world coverage principally on areas of high and moderate priorities established by the Joint Chiefs of Staff. NIS maintenance production accounted for 371 of these sections.

4. The development and production of Chapter I is in its third year of operation. A total of 24 Chapters I have been produced to date. These brief basic intelligence summaries are finding increasing use throughout the Government, particularly at policy and planning levels.

5. The NIS program has required the development of standardized geographic names and intelligence base maps for all NIS areas. These auxiliary programs have gradually extended beyond the NIS into common use throughout the Intelligence Community. NIS Gazetteers have now been produced on all foreign areas of the world and are being actively maintained. To extend the usefulness of geographic name standardization, the NIS name lists as generated are released to the Public Printer through the U.S. Board on Geographic Names for sale to the general public. To date 38 of these public gazetteers have been issued.

6. One of the more significant contributions of the NIS program is in the systematic guidance it provides for intelligence collection. All NIS contributing agencies now follow a general practice of sending NIS drafts to the field for summary review. These drafts provide the field with the opportunity both to contribute more recent observations and intelligence data and to receive timely notice of the significant gaps and deficiencies in U.S. basic intelligence by country and topic to serve as specific collection targets. Every NIS revision, in turn, refines these intelligence gaps and enables the collection apparatus to function with full effectiveness until the detailed collection requirements are in hand.

7. In reviewing the NIS program from the vantage point of nine years' operation, there is one continuing problem--unbalanced production--that has resisted solution in spite of being pointed out in every annual report and comprising the recurrent theme of many NIS Committee discussions. This end-of-the-year production peak creates a heavy review overload and results in unacceptable delays in processing and disseminating the NIS. More significantly, the substantive quality of the intelligence

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suffers under such last-minute production pressure. The diversion of NIS effort to fulfill more current requirements does not reveal its disadvantages until the closing phases of the production year when deadlines loom near and an all-hands overtime is needed to overcome the production lag. This is an inefficient and costly intelligence practice. It can be corrected without increased staffing by each NIS contributing agency developing adequate program controls and consistently adhering to them throughout the production year.

8. There is increasing need to backstop the fundamental intelligence situation as presented by the NIS with concise interim reports to reflect significant recent changes in the whole basic picture, but especially in the political, economic, and military fields. It is difficult for users to correlate current intelligence media with the NIS because of the fragmentary and intermittent nature of current intelligence coverage. This requirement might be met by a very concise and principally statistical basic intelligence annual on each NIS area. Such NIS annuals could probably be produced with nominal research and production effort since each intelligence agency as a matter of course keeps up to date these kinds of appreciations and data in its field of responsibility.

Major Developments in Fiscal Year 1957

9. A total of 494 sections, including 139 maintenance sections, was produced in Fiscal Year 1957, which essentially fulfilled the JCS annual requirement of eight equivalent NIS. The contributing agencies fell short of last year's production in completing only 89% of NIS scheduled commitments, which was mainly caused by State's low production attainment of 78% of schedule. Both the Army and Navy fulfilled 96% of their schedules, while the Air Force and the CIA reached 100% levels. The disrupting effect of the Foreign Service integration program, involving high personnel turnover, inadequate intelligence training of new personnel, and uneven program controls, is seriously affecting State's ability to meet reasonable NIS requirements. The impact upon the whole NIS program is unusually severe since State is responsible for approximately 40% of the total production effort.

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10. Other noteworthy activities during Fiscal Year 1957 included the production of the NIS on the Arctic two years ahead of schedule to meet a high priority requirement of the Chief of Naval Operations, the extensive revision of basic intelligence requirements, and the development by the Defense Agencies of formal NIS Control and Coordination Directives.

11. The NIS Committee met 25 times during the year and, in addition to its normal work, completed a comprehensive revision of the NIS Standard Instructions and developed the NIS Reference Guide for NIS users. The traditional Committee spirit of cooperation and conscientious effort continued throughout the year. The regular chapter subcommittees and a number of ad hoc subcommittees adequately carried out their responsibilities. The length of assignment of committee members from the Defense Agencies is improving, but is occasionally too brief to permit their effective contribution to the work of the Committee.

12. During the year the Chairman, NIS Committee, in his capacity as over-all NIS Coordinator, visited all of the NIS contributing components in the Washington area to observe the effectiveness of NIS coordination throughout the production system. NIS controls and coordination were found to be effective at all levels. Some minor problems and difficulties were noted, discussed, and in many cases cleared up at the time or by subsequent action.

13. Throughout the year the NIS Committee took numerous actions leading to additional release of NIS to other Government agencies, [REDACTED]

[REDACTED] During the Suez crisis urgent U.S. requirements [REDACTED] were fulfilled by the NIS on Egypt. More recently the Committee received a statement of priority requirements from the Commander-in-Chief, Pacific, which is being considered in the development of future NIS production schedules.

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Future Prospects

14. The projection of NIS production three years beyond the current schedule, as is annually developed in the NIS Production Forecast, provides the NIS Committee and its participating agencies with the necessary base for advanced planning of NIS collection, production, and maintenance. In spite of the anticipated cutback in Defense Agencies' manpower, the NIS Committee will endeavor to maintain production capabilities by means of more efficient production and review procedures. In the opinion of the Committee it is essential that the present capabilities for meeting the JCS annual requirements be sustained in order to ensure the validity and adequacy of basic intelligence required in the national interest. About one-third of the world coverage remains to be started and the other two-thirds, representing nine years of irreplaceable investment, requires an increasing maintenance effort to assure its continuing usefulness. In this regard, the Committee is not unmindful that the history of U.S. intelligence is replete with good programs that withered away through this very lack of consistent maintenance.

15. With the continuation of present production capabilities it is anticipated that the NIS program will meet the JCS requirement of some 500 sections annually for the next three years. This should result in 85% to 90% coverage of world areas by 30 June 1960, and the revision of one-third of all published NIS under the maintenance program which by then will be absorbing fully two-thirds of the total NIS capability. It is further anticipated that by that date most of the Chapters I (Brief) will have been produced on NIS areas of high and moderate JCS priority. The NIS program will by then have essentially accomplished the mission laid down for it twelve years before by the National Security Council, and thenceforth will be concerned with the equally important task of assuring continued usefulness of the NIS by adequate maintenance.

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ANNEX

Annual Report of the NIS Program

Fiscal Year 1957

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NIS Production for Fiscal Year 1957

Over-all NIS Production

1. The NIS Production Schedule for Fiscal Year 1957 was approved by the NIS Committee on 26 June 1956. Subsequently revised as a result of unforeseen developments in several areas the final schedule for Fiscal Year 1957 called for the production of 553 sections.

2. The NIS contributing agencies produced 494 sections in FY 1957, or 89% fulfillment of scheduled requirements. This production represents, essentially, attainment of the yearly goal of eight equivalent NIS established for the program by the JCS.

3. However, the lack of timeliness in the submission of contributions again detracted from the excellence of the quantitative production achievement. In FY 1957 defections from schedule by contributors earlier in the year left over half of the 494 sections outstanding at the start of the fourth quarter, and almost one-third of the total year's production was still outstanding at the beginning of the last month. By extraordinary effort all contributors except the Department of State overcame their earlier defaults and fulfilled completely or in large part their production commitments for the year. However, this resulted in the build-up of a work backlog of serious proportion in the Office of Basic Intelligence, CIA, which is staffed to process NIS on a reasonably timely basis only if the contributions are submitted at a relatively uniform rate throughout the year as provided for by the schedule. Many months, and a heavy overtime schedule, will be required to bring the workload back to a level at which contributions can be processed within a reasonable time span. During that period serious delays in the review and processing of many of the contributions are unavoidable.

4. Production at the prescribed rate of approximately 500 sections per year indicates that contributors' capabilities are equal to the task imposed by the production schedule. The essential need is for contributors to utilize their demonstrated capabilities in an

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even and consistent production effort throughout the entire year. Efforts to correct this situation, which thus far have been unsuccessful, will be continued.

5. The month-by-month production by agency is shown in Tab A.

Analysis of NIS Production

6. Quantitative production accomplishments of contributing agencies against their production commitments for Fiscal Year 1957 are indicated in the following table:

	<u>Number Sections Scheduled</u>	<u>Number Sections Delivered</u>	<u>Numerical Defection or Excess</u>	<u>Percent Fulfillment Numerical Commitments</u>
State	227	176	- 51	78%
Army	112	107	- 5	96
Navy	85	82	- 3	96
Air Force	25	25	0	100
CIA	<u>104</u>	<u>104</u>	<u>0</u>	<u>100</u>
Total:	553	494	- 59	89%

7. The Department of State production requirement for the year was increased by 20 sections over the previous year, due primarily to the incorporation in the NIS program of additional units treating with International Communism for which State was assigned production responsibility. State's fulfillment of only 78% of its year's commitment is attributable in some degree to difficulties encountered in providing capabilities for this new work; and to defaults by the Departments of Agriculture and Interior on NIS sections for which State serves as production coordinator. Temporary diversion of effort from NIS to meet emergency requirements stemming from the Suez crisis was also a disrupting factor. In addition, instability of State's NIS production staff resulting from integration into the Foreign Service adversely affected NIS production. As a result of the integration program the NIS staff had a one-third turnover of personnel during the year. In combination with inadequate programming these factors reduced State's production record to the lowest level of the past five years despite a year-end drive to overcome the production deficiency.

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8. The Department of Agriculture defaulted on four of the sections which are charged as defections against State as coordinator of the NIS units involved. Two of these sections were over and above the normal six sections per year requirement. Agriculture is scheduling all four sections on which it defaulted for the coming fiscal year in addition to the six required for FY 1958.

9. The Department of the Interior, which also produces NIS units charged to State as coordinator of the NIS chapters involved, again fulfilled all requirements for the sections on Fuels and Power, and Minerals and Metals, but defaulted on one 8-section Petroleum Supplement. Difficulties experienced during the year in connection with production of the Petroleum Supplements are now the subject of a study by OBI in coordination with staff members of the Department of the Interior.

10. The over-all NIS production by the Defense Agencies was excellent. Navy, in particular, with approximately a 20% increase in its production requirements over the previous year, did especially well in substantially fulfilling all of its commitments. Navy's adherence to monthly schedules was also commendable. Army achieved substantial fulfillment of its full production program, and Air Force again met its quantitative commitments in full for the third consecutive year.

11. The CIA met its production commitment in full, and the performance of two of its producing components is deserving of special mention. The CIA Coordinator of NIS Chapter IX (Map and Chart Appraisal) submitted the contributions to this chapter and to Chapter I (Brief) in close conformity to the scheduled submission dates, with improvement in quality of the materials over the previous year. The other component, which produces NIS Section 56 (Intelligence and Security), submitted five sections over and above the normal requirement of eight sections per year, and the excellence of this performance was further enhanced by the steady improvement in quality of the contributions.

12. The FY 1957 production of 494 sections brought the total number of sections produced since the start of the NIS program to 3,732, or the equivalent of over 60 complete NIS. The year-by-year production of NIS, by agency, is shown in Tab B.

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13. The progress of the NIS program since FY 1949, in terms of the number of sections published, in preparation in the contributing agencies, and in process at OBI and at the printer, is shown in Tab C.

14. The total NIS produced thus far represents 67% of the total world coverage, and the NIS on the JCS high priority areas is 93% complete. The status of NIS coverage by world areas is shown in Tab D.

15. The following table shows the qualitative adequacy of NIS contributions processed by OBI/CIA in FY 1957:

Qualitative Adequacy Ratings by Categories *

	<u>Number of Sections Rated</u>			<u>Percentage in Each Category</u>		
	<u>I</u>	<u>II</u>	<u>III</u>	<u>I</u>	<u>II</u>	<u>III</u>
State	37	115	5	24%	73%	3%
Army	20	96	6	16	79	5
Navy	7	53	0	12	88	0
Air Force	2	25	1	7	89	4
CIA	25	89	1	22	77	1
Total:	91	378	13	19%	78%	3%

* Category Adequacy:

- Category I - NIS material which fully satisfied the fundamental requirements of a well-prepared and well-coordinated basic intelligence study, including such essentials as sound research, clear presentation, and substantive adequacy.
- Category II - NIS material which with reasonable editorial support by CIA will satisfy minimum NIS standards.
- Category III - NIS material which will not satisfy minimum NIS standards without major revision.

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The quality of NIS contributions reviewed in FY 1957 showed only slight improvement over that of previous years, except with respect to maintenance contributions. As in FY 1956, 19% of the contributions, including maintenance, received the highest qualitative adequacy rating (Category I). However, contributions in Category II increased one percentage point, from 77% last year to 78% this year, while those in Category III (unsatisfactory) dropped from 4% to 3%. Of the 93 maintenance contributions processed during FY 1957, 20% were in Category I, compared with 15% of the 67 maintenance contributions processed last year. This increase in Category I was matched by a decrease in Category III maintenance contributions from 7% last year to 3% this year. As before, the bulk of the maintenance contributions--77%--received Category II ratings. Improvements in broad substantive aspects and in adequacy of presentation were noted this year in a greater percentage of the contributions than in previous years. These gains, however, were frequently offset by evident deficiencies in supporting details and in final contributor review.

Editorial Review and Publication

16. At the start of FY 1957, OBI had 365 sections on hand in processing, of which over one-third (135 sections) were received in the final month of FY 1956. This number on hand at the beginning of FY 1957 represented almost three-quarters of the total number (514 sections) produced during FY 1956. This processing burden with which OBI began the new fiscal year was the inevitable result of receiving 47% (241 sections) of the FY 1956 production in the final quarter. A heavy overtime schedule extending through November was required by the OBI staff to reduce this workload to a current operating level. This level was maintained until the last three months of FY 1957 when the receipt of 249 sections (over 50% of FY 1957 production) brought the workload to 415 sections, or 50 sections more than the number on hand at the start of FY 1957. To bring this backlog down to a current operating level will again necessitate overtime by the OBI staff extending well into FY 1958.

17. During FY 1957, 405 NIS sections were published. In addition, 140 sections were in final process at the printing plant at the end of the fiscal year.

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NIS Gazetteers

18. Eighteen NIS Gazetteers, including two revisions and a supplement to the China Gazetteer, were published during FY 1957. Three other gazetteers were completed and are now in printing process. This brings the total number of gazetteers produced to 111, including nine revisions. In addition to the development of standard geographic names and correction lists, the Office of Geography, Department of the Interior, edited all geographic names appearing in the NIS manuscript and graphic material and fulfilled name requirements for NIS base maps.

Accumulated NIS Gazetteer production for FY 1949 through FY 1957 is shown in Tab E.

In FY 1957, world-wide NIS Gazetteer coverage on foreign countries was realized, marking the first time such coverage has been achieved under one gazetteering program. Throughout FY 1958, the capabilities of the Office of Geography will be substantially absorbed in revising the preliminary gazetteer on the U.S.S.R. When completed, the NIS Gazetteer on the U.S.S.R. will contain over 300,000 names and will be the most comprehensive gazetteer ever published on that country.

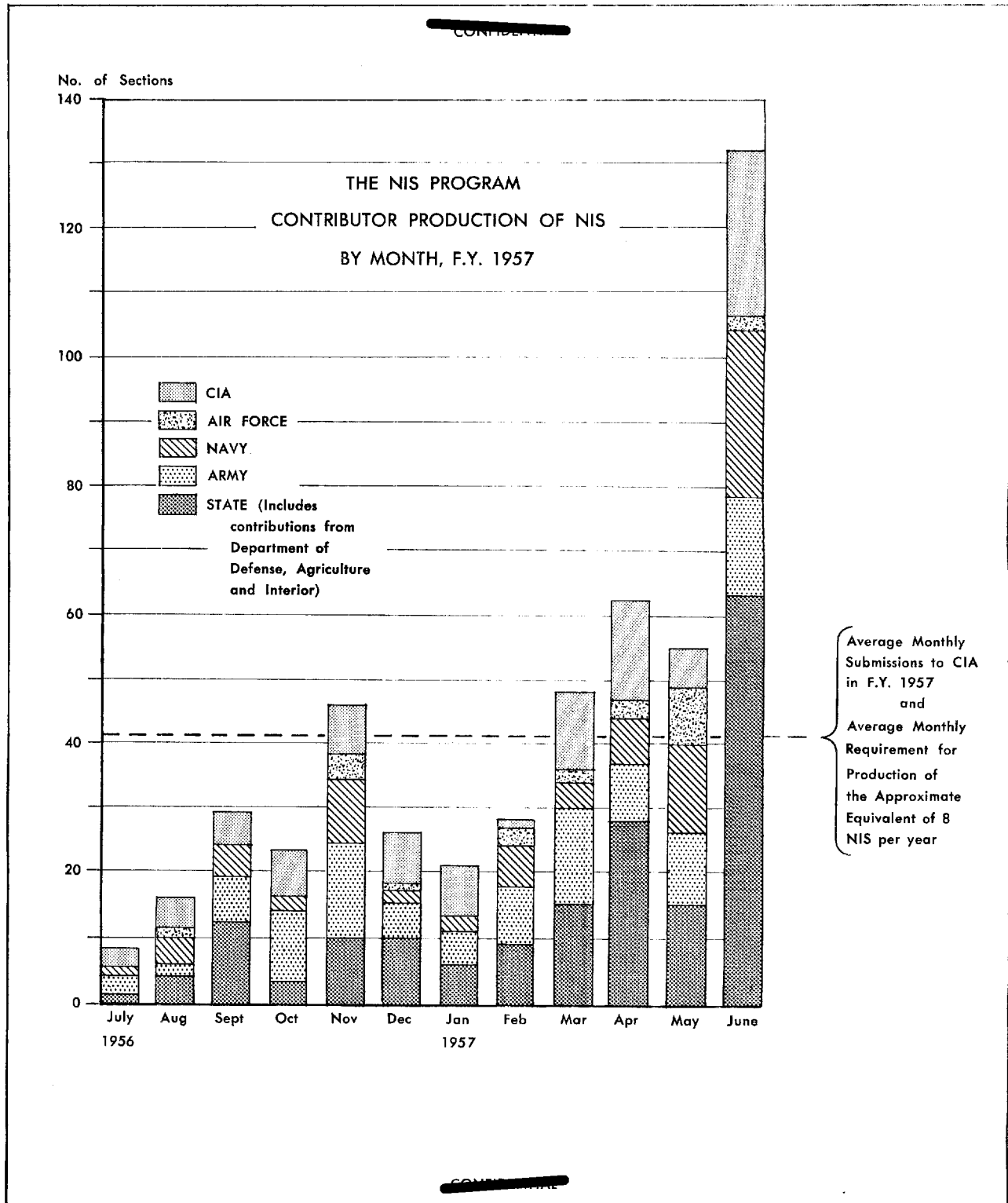
NIS Base Maps

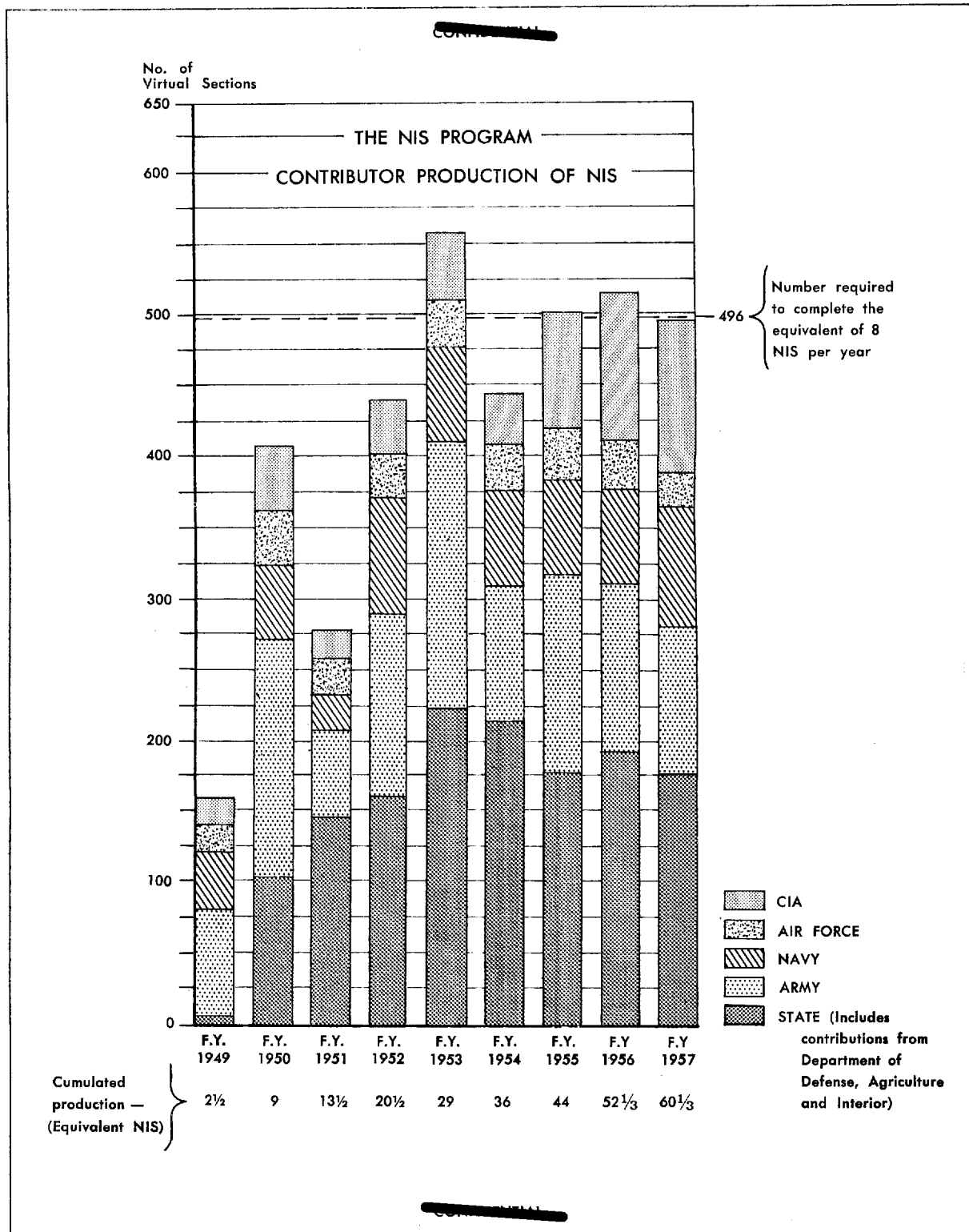
19. During FY 1957, the Geographic Research Area, CIA, produced 14 standard base maps (two more than scheduled) and 17 page-size base maps. Of the maps produced, 4 standard and 3 page-size base maps were revisions. To date, NIS base maps have been completed on 98 NIS areas.

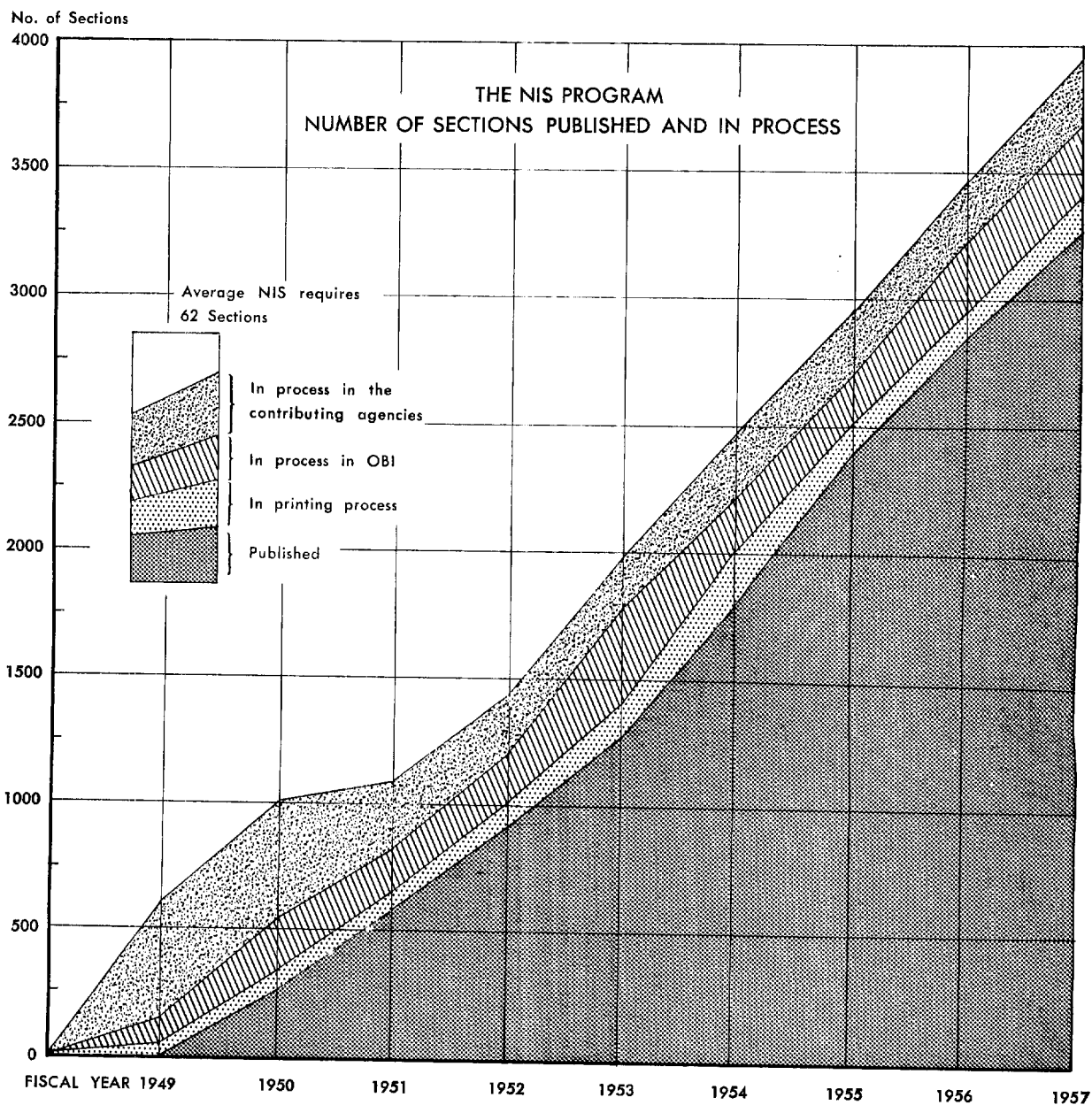
In addition to NIS base maps, the Geographic Research Area processed and forwarded for color proofing and final printing 429 NIS intelligence maps. An additional 155 final intelligence maps were compiled and constructed for the Department of State and the various CIA components engaged in the NIS program.

Status of NIS Production

20. The status of NIS production on individual NIS areas is shown in Tab F.

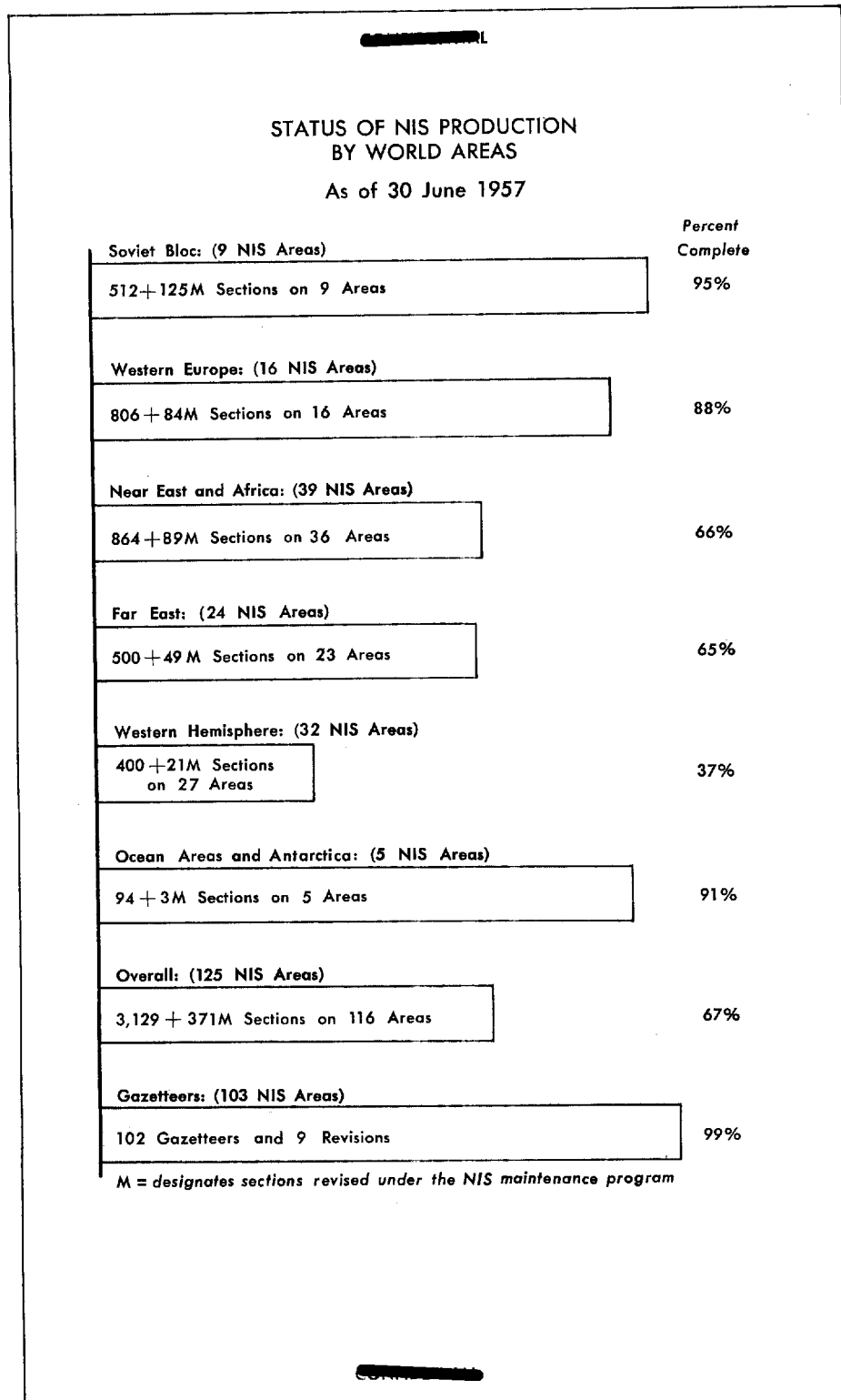


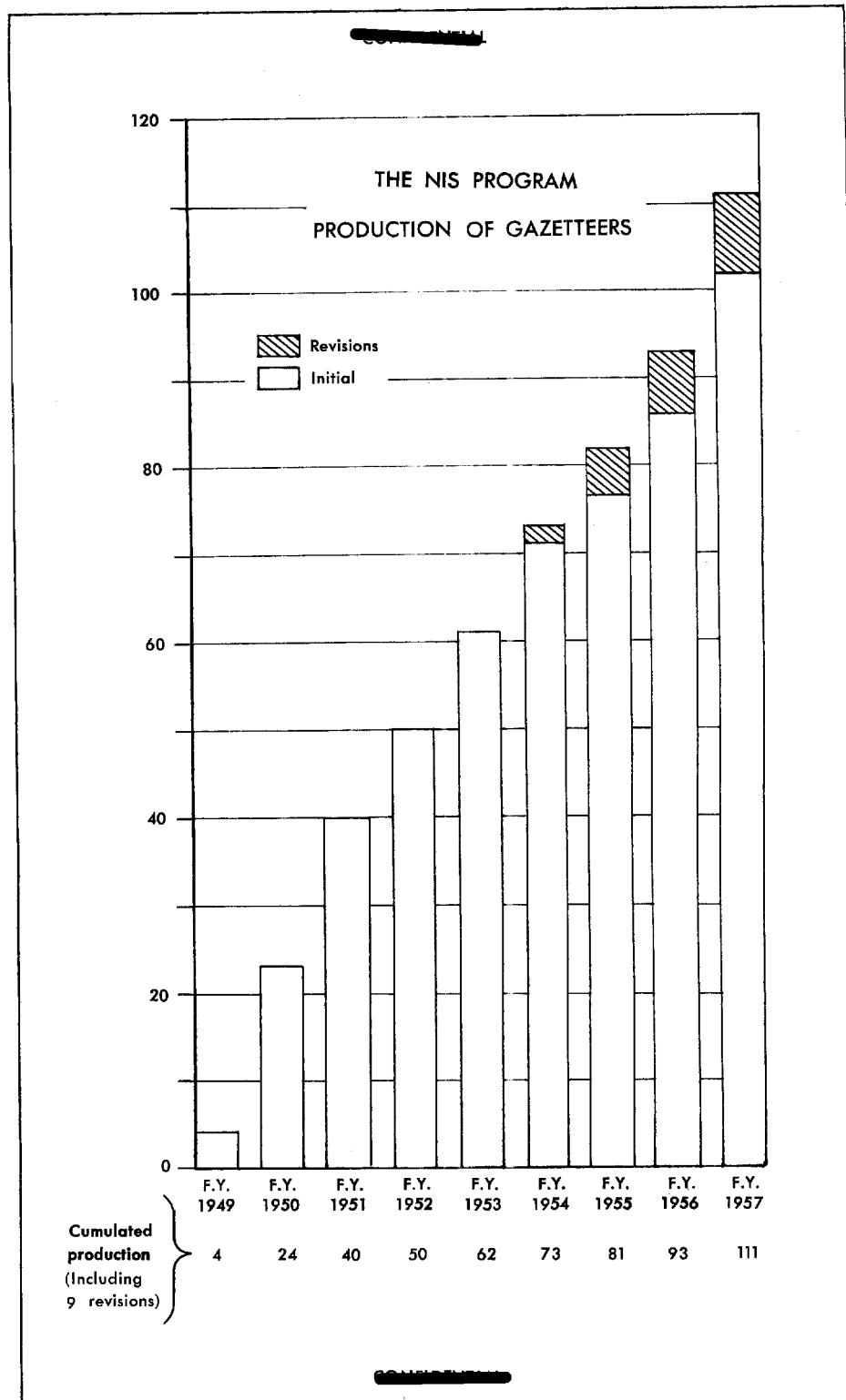




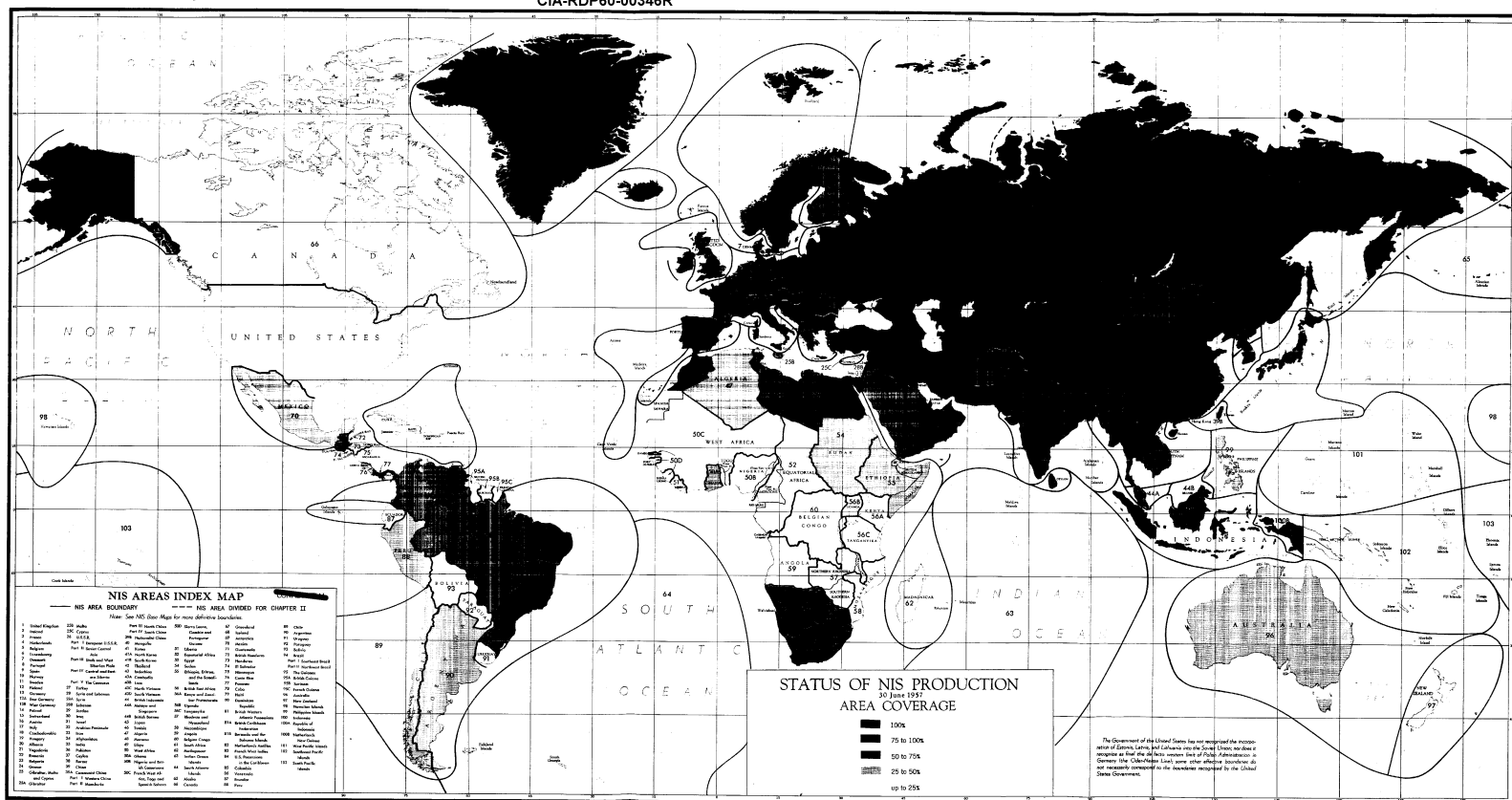
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